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# **EMPLOYMENT STRATEGIES FOR WOMEN IN THE 1980's**

## **A BACKGROUND REPORT**

Ontario Status of  
Women Council  
April, 1980



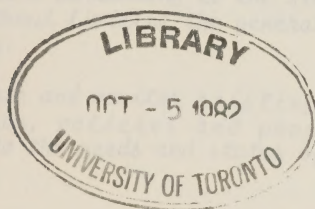


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Ontario

# EMPLOYMENT STRATEGIES FOR WOMEN IN THE 1980's



## A BACKGROUND REPORT



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### Mandate

The Ontario Status of Women Council was established by Order-in-Council in September 1973. Its mandate was revised by Order-in-Council in May 1979:

To advise the Government of Ontario, through the Provincial Secretary for Social Development, on matters pertaining to the status of women and without limiting the generality of the foregoing:

- a) to evaluate and monitor existing legislation, policies and programs related to the needs and status of women
- b) to identify specific areas requiring the attention of government and to recommend legislation and program changes
- c) to consult with groups, hold public meetings and issue position papers outlining alternative policies on specific issues with the purpose of stimulating public discussion
- d) to respond to requests from the Provincial Secretary for Social Development and Ministries for advice and consultation on matters relating to women



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## INTRODUCTION

Women's participation in the labour force has changed dramatically during the twentieth century. Such change has, of course, been accompanied by other related social changes which reflect trends in the activities and attitudes of all segments of society. The twentieth century has seen an enormous influx in terms of the number of women working outside the home. In 1891, at the time of the first Canadian census, 12.5% of paid workers were women. By 1979, 1,756,000 women working outside the home made up 41% of Ontario's labour force.

Traditionally, women were regarded as temporary workers only. Employers often required or at least expected that women would resign upon marriage or pregnancy. In 1951, only 15% of married women worked outside the home. Today, over half of the married women in Ontario work outside the home.

Women have traditionally participated in a very narrow range of occupations, most frequently those for which pay, benefits and status have been low. The constraints which led to this job ghettoization were lifted during the two world wars at which time women were permitted to participate more equitably in the labour force. After each war, constraints to equal access were deliberately reinstated and women either left the labour force or returned to the job ghettos.

Despite all resistance, however, there has been steady, albeit slow, change in the participation of women in the labour force. The 1960's and 1970's marked times of major increase in the number of women working outside the home. The 1970's also saw unparalleled changes in the traditional family structure and the traditional patterns of bearing and raising children.

As changes have occurred, governments have made various legislative attempts to address problems and inequities faced by women in the labour force.

"In the 19th century and the first half of the 20th century, legislation with respect to working women focused on working conditions. In the 1950's, there was increasing emphasis on laws requiring equal pay, but it was not until the late 1960's and the 1970's that a spate of legislation was introduced to try to make the early and unsuccessful equal pay laws work, to ban discrimination against female employees, to try to correct the unequal employment opportunities of women and to recognize the different employment conditions necessarily arising from women's child-bearing role."<sup>1</sup>

Despite these efforts, however, continued inequities exist in the occupational and salary status of women in the Province of Ontario. The Ontario Status of Women Council has monitored the rate and nature of changes with respect to women in the labour force and concluded that there is an immediate need for the Province of Ontario to develop a comprehensive employment strategy for women for the decade 1980-1990.

The 1970's represented a period of refinement and reformulation of analyses of some of the major problems encountered by women in the work force. Governments ratified numerous principles and some policy directions related to equal opportunity in the work force. Despite ratification of basic principles, however, the occupational and salary status of women in Ontario's labour force has not shown the anticipated improvement. Women in the province are becoming disillusioned with the Government's attempts to ensure equal employment opportunity. No longer can commitment be measured in terms of ratification of principles. It is time for effective policy and program action designed to measurably improve the training and employment opportunities and occupational and salary status of women in Ontario.

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<sup>1</sup> L.S.Dranoff, Women in Canadian Law, Fitzhenry & Whiteside, 1977



This report sets out background data on the employment status of women in Ontario from which recommendations are developed. These recommendations and the issues dealt with in this paper represent what Council believes to be the most important basic components and first steps in an employment strategy for women in the 1980's.



## CHAPTER I

### WOMEN IN THE LABOUR FORCE: AN OVERVIEW OF INEQUITIES

The purpose of this chapter is to summarize some relevant data which describe the current and projected situation of women in the labour force. This includes factors such as participation rates, unemployment rates, occupational distribution, and wage differentials.

#### LABOUR FORCE PARTICIPATION RATES

The labour force participation rate indicates the proportion of the working age population that is either working or looking for work. The standard definition of labour force participation excludes work that is not outside the home, regardless of how demanding and important household activity may be. Labour force participation rates for women are substantially below those for men. In Ontario, in 1979 the labour force participation rate for women was 53.3% compared to a rate of about 80% for men. The male labour force participation rate has remained almost constant since the mid-1960's, while the female labour force participation rate has increased by more than one-third. About 65% of women aged 25-44 work outside home, and women now make up 41% of Ontario's labour force.

Many labour market analysts regard female labour force participation rate as the best single statistical indicator of improvements in work place opportunities for women. They argue that increased opportunity in the work place is one of the major factors influencing more women to enter the labour force. There are however several problems with this argument.

First, even if the labour force participation rate is an indicator of opportunity it is only a very gross indicator. It does not reflect the types of jobs which are available to women, full-time or part-time, or the level of jobs, rates of pay, or working conditions in these jobs.

Second, even if the labour force participation rate does give some broad indication of how women are responding to perceived labour force opportunities, it does not indicate the extent to which women would like to find work outside the home. Labour force participation rates do not indicate the numbers of women who would be available and who would seek work outside the home if they thought they could find it.

Third, there have been consistent increases in the female labour force participation rate of approximately 1% per year since the mid-1960's, in contrast to the substantial annual fluctuations in economic conditions. This suggests that additional factors have exerted a major influence upon measured labour force participation rates. Such factors include trends toward increased education of women, lower fertility rates, increased need for additional sources of family income, increased divorce rates, and changing societal attitudes toward working women.

Labour market analysts have consistently under-estimated the growth of the female work force because they have assumed that the female participation rate must be reaching its upper limit. For example, most studies in the mid-1970's forecasted a female labour force participation rate for Ontario for 1985 that has already been exceeded in 1979. In fact, there are no likely reasons to expect that the growth of the female labour force participation rate will slow down abruptly.



## UNEMPLOYMENT RATES

Unless employment opportunities for women are increasing, the growth in female labour force participation will result in increased female unemployment. In fact, unemployment is a serious problem for females. Unemployment rates for females are subsequently higher than unemployment rates for males, and the gap has been widening. In 1966, the last year in which the overall unemployment rate in Ontario was under 3%, the difference between the male and female unemployment rates was 0.8% - a rate of 3.1% for females compared with 2.3% for males. In 1978, when the overall unemployment rate in Ontario was 7.2%, the female unemployment rate was 2.6% higher than the male unemployment rate - 8.8% for females compared to 6.2% for males.

### There are More Unemployed Females Than Males

In terms of numbers, the situation of females relative to males is also worse. Although females comprise about 40% of the labour force, they accounted for more than half of the total number of unemployed persons in Ontario during six of the last seven months of 1979.

### The Problems of Female Unemployment is Becoming More Serious than that of Youth Unemployment

Recently, the numbers of unemployed females have substantially exceeded the numbers of unemployed youth. During 1979 there was a substantial reduction in the youth unemployment rate, from around 14% at the beginning of 1979, to about 10% at the end of the year. In contrast, the relative position of females has worsened during 1979. At the beginning of the year the overall unemployment rate was about 7.5% and the female rate just over 8%. During 1979 the overall unemployment rate came down to 6.5%, with the male unemployment rate dropping to about 6%, but the female unemployment rate stayed near 8%.

The relative worsening of the female unemployment situation during 1979, along with the substantial reduction in the youth unemployment rate should have major implications for public policy. Employment strategies in Ontario throughout the 1970's have been preoccupied with youth unemployment and have paid little attention to the problems of female unemployment. The problem of youth unemployment is becoming relatively less serious, and it is expected that between now and 1985 there will be a reduction in the number of youth in the labour force, but an increase of at least 200,000 adult females. Therefore, it is clear that the highest priority in a provincial employment strategy should be female employment.

The Extraordinary  
Unemployment of Female  
Heads of Families

There is a striking difference between unemployment rates of female versus male heads of families. The unemployment rate for male heads of families tends to be substantially lower than the over-all unemployment rate for males. On the other hand, the unemployment rate for female heads of families tends to be substantially higher than the overall unemployment rate for females. For example, in October 1979 selected unemployment rates in Ontario were as follows:

UNEMPLOYMENT RATE FOR:

<u>Total</u>	<u>All Males</u>	<u>All Females</u>	<u>Male Heads of Families</u>	<u>Female Heads of Families</u>
6.0	4.7	7.8	2.7	12.1

The unemployment rate for female heads (which likely have similar economic needs as male heads of families) was about 4½ times the rate of male heads of families. Based upon these figures, one is

led to believe that female heads of families are particularly disadvantaged members of the labour force, and that discrimination against this group is a major problem.<sup>1</sup>

#### FEMALE EMPLOYMENT AND PARENT/CHILDREARING

Childbearing and childrearing responsibilities are one of the major factors inhibiting participation and advancement of females in the labour force. Available and affordable childcare facilities are essential if parents are to participate equitably and fully in the labour force.

The labour force participation rate of women varies considerably depending upon whether or not they have children. In 1976, the participation rate for Canadian women aged 35-44 was 66% for those who did not have children present; 54% for those with only children over six years of age; and 36% for those with only children under six years of age.

The greatest increases in labour force participation rate between 1971 and 1976 were for women with children. The rate for women with all children under six increased by 41% from 1971 to 1976; the rate for women with all children over six increased by 21%, and the rate for women without children increased by 10%. These figures suggest that childrearing responsibilities do limit labour force participation of women, but that nevertheless, women with children are increasingly entering the labour force.

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<sup>1</sup> Statistics Canada follows the outmoded practice of labelling a male or female as "head of family" based upon how individuals respond to the labour force survey. It is likely that most "Female Heads of Families" are sole support mothers, but the labour force survey does not distinguish between "female-headed families" which have spouses present and those which do not.

These increases in the labour force participation rate for women with children are striking when we consider that facilities for child care in Ontario are clearly inadequate. There are about 22,000 publicly subsidized child care spaces in Ontario and about 200,000 children of working mothers. About 65% of women in the Ontario labour force are between ages 25 and 44 (childbearing/rearing years). That women show such a great propensity to enter the work force in spite of the shortage of quality child care is explained in part by the extent to which basic economic needs force women to seek work.

The inadequacy of child care facilities and other family support services, however, contributes to the high female unemployment rates. These inadequacies also contribute to female job ghettoization. Women accept jobs which provide little in the way of responsibility, satisfaction, or remuneration because of existing rigidities in the workplace which make it difficult to combine childrearing and work responsibilities.

Fertility, Labour  
Force Participation  
and the Need for  
Child Care Services

The fertility rate in Ontario has been declining continuously since 1967, and there is some controversy among demographers as to when and to what extent, this trend will change. As indicated earlier, however, there have been substantial increases in the labour force participation rate of women with children. It is therefore unlikely that any conceivable increase in the fertility rate (if there is an increase at all) could slow the trend toward a consistently increasing labour force participation rate of women.



There is a great need for vastly expanded public support for child care services in Ontario regardless of what changes may occur in fertility rates. Even under the lowest projections of the number of births in Ontario, the number of children will be far in excess of the present number of publicly provided child care spaces.

The highest and lowest projections of births for 1985 in the report of the Commission on Declining School Enrollments in Ontario range from 115,000 to 142,000. This would correspond to a range of from just under 600,000 to just over 700,000 children in the 0 through 4 years age group in the latter part of the 1980's. This compares with about 22,000 publicly subsidized child care spaces in Ontario at present. The most enormous variations in projections of the number of births in the 1980's would still leave a staggering gap between the number of children and the number of publicly provided child care spaces.

Arguments over fertility rates are a red herring when used in the context of development of an employment strategy for women. The participation rate for women with children has been increasing substantially and is already quite high. Women have demonstrated their determination and desire to participate in the labour force even given the present generally inadequate arrangements for childcare in the Province. We believe that much better facilities for childcare are necessary in order to ensure full equality of women, not just in the work place, but as members of Ontario society.

#### WOMEN'S WORK AND OCCUPATIONAL SEGREGATION

Not only is their unemployment rate substantially higher than that for men, but when women do find employment it continues to be mainly in those jobs which have traditionally gone to women. Generally these have been jobs which are not conducive to career advancement or to independent decision making and responsibility. More than two-thirds of all female workers in Canada are concentrated in just four occupational categories - clerical, service, medicine and health, and teaching.

Many of the women's jobs in these occupational categories are simply extensions of household activity and involve essentially the same types of roles which women traditionally have had in the home.

Women's jobs tend to be lower paid, less prestigious, offer less chance of advancement, and have less permanence than men's jobs. Moreover, getting large numbers of women into occupations that were formerly a "male reserve" does not automatically give to women the benefits that men enjoyed when they held the job. For example, when females replaced males as the primary source of clerical labour, the occupation declined in relative pay, prestige, working conditions, and quality of task characteristics. Also, even in those professions which have become women's work, the higher, more prestigious and better paid positions remain reserved for men.

#### There are Few Women in Higher Paid Occupations

It is difficult to say whether there has been any significant change in the degree of occupational segregation of women during the 1970's. The only source of information on occupational distribution by sex for reasonably detailed occupational groups (the four-digit occupational groups as defined in the Canadian Classification and Dictionary of Occupations) is the 1971 Census. This gives the occupational distribution of men and women among about 400 occupational categories. While there has been some change since 1971, of the 14 "highest paid" occupational categories, no women were reported in six. (These included: judges and magistrates; management occupations in natural sciences and engineering; optometrists; members of legislative bodies; osteopaths and chiropractors; and veterinarians.) Women comprised 7% or less of the total employees in six other categories and 12%-15% in the other two categories.

The picture was quite different for the 14 "lowest paid" occupational categories. Women made up more than 50% of the employees in seven of the 14 "lowest paid" categories - shoemaking and repairing, food and beverage preparation, personal service occupations, low-level laboratory work, hairdressers, and waitresses.

In 115 of the 400 occupational categories listed in the Census there were no full-time, full-year female workers reported. Until data from the 1981 Census are available it is not possible to see if there have been any significant changes in these patterns of occupational segregation.

#### Women Work in Job Ghettos

The only time series data that are available on occupational distributions for men and women in Ontario pertain to the nine major occupational groupings for which statistics are published monthly by Statistics Canada. The value of these data is impaired by the size and heterogeneity of the occupational groups. For example, within the category called "managerial and administrative" there is an enormous range of work by type, level of responsibility, and rate of pay. Another limitation of these data is that they are available only back to 1976, the year in which the major revision of the labour force survey took place.

The trends in the distribution of employment among these categories between men and women are somewhat mixed with respect to what they imply regarding employment opportunities for women. The primary occupational category for women is clerical. There was some reduction in the concentration of women in this category between 1976 and 1979 from 36.6% of employed women working in 'clerical' occupations in 1976 to 34.1% in 1979. As indicated in Table #1, the proportion of female employment in both 'managerial and administrative', and in 'processing' occupations increased slightly between 1976 and 1979. Similarly, employment in both 'sales' and 'service' became more prevalent as well.

TABLE #1

Proportion of Female Employment  
by Specific Occupational Categories  
Nov. 1976 and Nov. 1979, Ontario\*

	<u>1976</u>	<u>1979</u>
Managerial and Administrative	22.4%	23.2%
Processing	8.6%	9.5%
Sales	11.2%	11.5%
Service	15.8%	16.6%
Clerical	36.6%	34.1%
Other	<u>5.4%</u>	<u>5.1%</u>
All Occupations	100.0%	100.0%

\* These data are based upon November 1976 and November 1979  
figures for Ontario as published monthly by Statistics Canada.



By 1979 a greater proportion of females than of males were in 'managerial and administrative' occupations, 23.2% of females as compared to 21.8% of males. Females comprised 42.5% of 'managerial and administrative' employees in 1979 compared to 38.2% in 1976. However, given the heterogeneity of occupations within the 'managerial and administrative' category, it is not clear what these figures imply concerning any improvement of the situation for women.

Based upon observations about what happens to various occupations as they shift from being mainly male to mainly female, one might expect that the increase in jobs in this category - a great proportion of which have been filled by women - involve low level routinized administrative work for which the pay is relatively low. Indeed, in 1976 in Canada, the average earnings of females in this occupational category was 53.1% of that for males. This compares to 53.5% of that for males for the total of all occupations. This comparison suggests that increases in the number of women relative to men in the 'managerial and administrative occupational' category is not likely to be accompanied by significant reductions in pay differentials between men and women.

At any rate, occupational distribution data in terms of such broad categories is of quite limited value in monitoring trends in the work force. New data sources are clearly necessary if we are to do a serious job of monitoring the impact of programs which are intended to improve the situation of women in the work force.

#### Shortages of Skilled Labour - Implications for Women

Even with today's relatively high level of unemployment, there are serious shortages of labour in certain skilled trades (e.g. metal working). Entry into most of these trades is through apprenticeship or on-the-job training, but Ontario employers have been noteworthy for their unwillingness to provide training for their own work force, preferring to obtain skilled workers through immigration instead.

At present, there are at least three applicants available for most apprenticeship or training slots in the skilled trades, and in filling these slots, preferences clearly are being given to men over women. Not all women are interested in careers in skilled trades, such as metal working, but those who are should at least be given the opportunity to compete for such slots on equal footing with men. Ideally, we would go even further, and attempt to place disproportionately larger numbers of women in such apprenticeship and training slots in order to reverse the traditional patterns of occupational segregation through which women have been denied entry into better paying jobs.

The last time Ontario experienced widespread shortages of skilled labour was in 1973. At this time job vacancies were at an all-time recorded high and unemployment of prime age males was negligible. Ontario employers were ignoring however, the large numbers of females and youths looking for work, and, with Government assistance, were actively recruiting skilled adult male labour abroad.

When, and if, the Ontario economy gets back to a high level of economic activity again, this scandalous situation of neglect of the Province's own female work force must not be repeated. Steps should be taken to ensure that Ontario employers make greater efforts to train their own work force (as in Europe) and that females are adequately represented in such training initiatives. Then, as the demand for various types of skilled labour increases, females will be able to take advantage of these opportunities and move into the better paying jobs that open up.

As well, new technology, particularly with respect to computers and word processing, will likely present expanding employment opportunities in the 1980's. Similar opportunities for women to advance into higher paying jobs with more responsibility, better pay, and better chances for advancement will exist in senior and middle management positions. Such jobs require an adaptable, easily retrainable generalist with very good communications skills and high tolerance of

stress - the latter a quality for which women's superiority over men has been widely documented. Large numbers of recent women B.A. graduates in the Arts and Humanities meet these new qualifications extremely well. If given the opportunity, they should be able to demonstrate excellence in government, middle and senior management in the private sector, and a variety of high level, responsible jobs in service, finance, and commerce.

#### WOMEN AND PART-TIME EMPLOYMENT

Women's work is far more likely than men's to be part-time. Over 70% of part-time workers in Ontario are women. Approximately 23% of all women's jobs are part-time, as compared to only 6% of men's jobs. While many women work part-time out of choice, large numbers of women work part-time, because they cannot find full-time jobs. Rates of pay, benefits, and working conditions for part-time workers tend to be inferior to those for full-time workers.

#### EARNINGS DIFFERENTIALS

The average earnings for full year female workers in 1977 was 56.5% of full year male workers, and the gap continues to widen.(See Table #2) In 1977 the average earnings for full year female workers in Canada (and the pattern is similar for Ontario) were \$8,622 compared to \$15,255 for males. Women working full-time earned on average 62% of what men working full-time earned.

There have been several research studies which have attempted to identify the portion of the wage gap which is associated with what one might consider as "legitimate" sources of difference (such as differences in hours worked per week, in occupational distribution, in seniority, etc.) All such studies show a large and persistent wage gap which cannot be explained by factors unrelated to sex. In addition,

there is some question as to whether the so called "legitimate" factors accounting for part of the wage gap are indeed legitimate, or represent other manifestations of systematic patterns of disadvantage for women in the work force.

For example, the fact that a higher proportion of women than of men are part-time workers does not reflect women's preferences so much as their accommodation to the relatively limited opportunities available to them for full-time work. Given that women have a substantially higher unemployment rate than men, it is not surprising that of the jobs that are available to them a much higher proportion are for part-time work than is the case for men. The fact that a higher proportion of females than males are part-time workers should not therefore, be any cause for taking the earnings gap any less seriously. In fact, data from 1977 indicate that the average annual earnings for a woman working full-time were \$9,790; for a man, \$15,777. This gap is all part of the same pattern of systematic disadvantage for women in the work force.

Similarly, the fact that men probably have higher average levels of seniority than women is hardly a mitigating factor in looking at pay differentials. In part, sex related differences in seniority reflect the fact that women are the first fired, and that as occupants of low-wage, low-status, dead-end jobs, have less incentive to stay on the seniority list than do men. Low seniority and discontinuity in employment with the same employer penalize women not only in terms of wages, but also in terms of seniority-related benefits such as pensions, vacation, and job security.

Another finding of research studies on earnings differentials is that about half of the earnings gap appears to be related to differences in the occupational distribution between men and women. This conclusion is frequently presented in such a way as to make the earnings gap seem less serious. Yet given that the persistence of occupational segregation and earnings differentials are mutually reinforcing, the fact that half of the observed earnings differential is associated

TABLE 2

AVERAGE EARNINGS OF  
FULL-YEAR\* WORKERS IN CANADA

<u>YEAR</u>	<u>MALE</u>	<u>FEMALE</u>	<u>EARNINGS DIFFERENCE</u>	<u>FEMALE AS % MALE</u>
1977	\$15,255	\$8,622	\$6,633	56.5
1976	15,180	8,114	7,066	53.5
1975	13,188	7,266	5,922	55.1
1974	11,613	6,421	5,192	55.3
1973	10,072	5,527	4,545	54.9
1972	9,455	5,166	4,289	54.6
1971	8,513	4,755	3,758	55.9
1969	7,835	4,181	3,654	53.4
1967	6,431	3,504	2,927	54.5

Source: Statistics Canada, Income Distributions by Size in Canada,  
 Cat. 13-207 (Annual). Prior to 1972, Cat. 13-544 (Occasional).

\*A full-year worker is one who works 50-52 weeks in a year. No distinction is made between full-time and part-time workers.



with occupational distribution differences does not make this overall earnings gap any less serious. If Ontario is committed to equity for all persons in the work force, then an earnings gap of more than 40% between male and female workers is clearly unacceptable regardless of how certain personal and work place variables are correlated with this earnings differential.

### Unionization

One of the principal means available to workers for exerting some control over their work situation and improving their working conditions is through unionization. Less than 20% of female workers in Canada are unionized compared to about 33% of male workers. Furthermore women who are unionized are in bargaining units in which male employment concerns are the dominant influence.

Union organizing in the female job ghettos has been notoriously difficult, primarily because employers know that their female employees are generally desperate to hang on to their jobs and easily feel intimidated. This is particularly true of immigrant women, who frequently come from countries where police interference in union organizing is common and who are generally unaware of their rights as employees. Apart from legislative changes which would reduce some of the present barriers to unionization, there should be vigorous enforcement and protection of the rights which female workers presently have to form and join unions.

### SUMMARY: WOMEN IN THE WORK FORCE - A VERY DISADVANTAGED POSITION

The available data demonstrate systematic patterns of disadvantage for women in the work force. In spite of the obstacles and disadvantages which women face, their propensity to seek employment outside the home has increased steadily, even relentlessly, since such data have been collected. The large percentage increases in labour force participation rates for women with children suggest that whether or not the present low rate of fertility continues, the labour force participation rate of females is likely to continue to increase.

Women who do enter the labour force face unemployment prospects that are about 50% greater than for men. Ironically, unemployment is greatest for women with the greatest economic needs, female heads of families. The fact that the unemployment rate for female heads of families is so high, more than three times the rate for male heads of families and nearly double the aggregate unemployment rate, is perhaps the most distressing of all female work force statistics. It suggests an unemployment structure characterized by discrimination working against those in greatest need.

For those women who do find employment the chances are much greater than for men that it will be part-time work, whether or not they want or need full-time employment. Furthermore, it will be in one of the handful of occupational groups characterized by stereotyped traditional female jobs. Invariably these jobs are low-paying, provide little opportunity for independent judgement or variety, and offer little chance of advancement. The large and persistent earnings gap between men and women, which is associated with even larger gaps in total compensation when one considers wage-related benefits such as pensions, must be extraordinary. It is doubtful whether such a large sustained and systematic earnings differential between any other groups in society would be tolerated with such equanimity as the male/female earnings gap has been tolerated in Ontario.

That the patterns described above constitute evidence of a major social and economic problem of inequity should be readily apparent. The fact however that those who advocate social action to redress these imbalances feel compelled to buttress these data with additional information on the economic needs of women suggests that the rights of women to equal treatment in the labour force is not an accepted fact in Ontario today. Impressive data can be brought to bear to show that women seek employment outside the home for essentially the same reasons as men and that female employment is not a frill. For example, nearly two-thirds of working women are single,

widowed, divorced, separated, or have husbands who earn not much more than \$10,000 a year. Moreover, numerous surveys have shown that women strive for similar things through work as do men - earnings, achievement, recognition, self-actualization, and social contact - without the home becoming any less important to them. However, to resort to arguments about women's economic and psychological needs for work is to imply that decent paying, reasonably satisfying jobs should be rationed on the basis of need. Need is not a criterion for allocating jobs among men, nor should it be a criterion for allocating jobs between men and women. If equity means anything at all, it should mean that men and women have equal opportunities with respect to satisfying employment, career advancement and earnings. The data presented above show that this is not presently the case in Ontario.

## CHAPTER II

### TOWARD A PLAN OF ACTION

The data presented in Chapter I point clearly to a need for the Government of Ontario to take action designed to ameliorate the major social and economic inequities which characterize the position of women in Ontario's labour force. While there have been some efforts by the Government to demonstrate concern with existing inequities, more concrete action is required to ensure that women in this province have equal opportunities to participate fully in an equitable labour market. Despite the inequities which have been described and the Cabinet approval of the Ontario Today and Tomorrow report, no comprehensive Federal or Provincial employment strategy for women exists at this time.

The Council is aware of the recent activities of the Joint Federal-Provincial Committee (representing C.E.I.C. and the Ontario Manpower Commission) which is developing a position paper on an employment strategy for women. It will be essential that the Committee actively consult with the Council as well as other relevant groups in its attempt to develop recommendations for the Federal and Provincial governments.

The 1980's mark a critical time in the history of the movement for greater equality of women in the workforce. The 1970's were a decade of refinement of analyses of the problems of women in the workforce, formulation of and debate over potential solutions and organization of various groups to consider and attempt to bring about action. In fact, until the last year or two of the 1970's, there appeared to be a general optimism that the forces of analysis, debate and organization were indeed moving in the direction that would bring about needed change.

As the 1980's commence, however, it is difficult to remain optimistic - particularly in light of the gross inequities which exist in terms of the position of women in Ontario's work force. Despite

increased public awareness and concern, the actual situation in terms of earnings and employment differentials appears to have worsened. The vast amount of study and the great number of recommendations produced in the past several years have not generated responsive types of action by the Government. The need for some major visible initiative by the Government of Ontario is essential. Without such action at this time the Government will quickly face a major credibility problem with respect to its attitudes about the problems of women in the work force and its intentions of trying to remedy these disadvantages.

The Council is actively pursuing needed changes in terms of a wide range of issues. This report deals with the essential components of an employment strategy designed to provide women in the Province of Ontario with equal opportunities to participate in a labour market which is fundamentally just and fairly values her contribution to the Gross Provincial Product.

#### Objectives of an Employment Strategy

The Council urges the Ontario Government to make a formal commitment to a concrete plan of action in terms of an employment strategy designed to produce an equitable labour market for women in Ontario. The components of such a labour market and hence the global goals of the strategy would include:

- . For women choosing to work - increased labour force opportunities within the Ontario labour force, including comprehensive quality childcare support services. This would involve a reduction in the female unemployment rate and greater opportunity for equal access to the Ontario labour force.
- . To reduce occupational segregation - greater opportunity for women to enter non-traditional and higher paying job sectors of the economy within the Ontario labour force.
- . For wage equity - elimination of compensation package disparities between women and men, including both wages and benefits.



In light of these three broad goals, the Council has reviewed current programs and policies which either facilitate or inhibit change in women's participation in Ontario's labour force.

As a consequence of this review, the Council has developed a series of recommendations outlined in Chapter IV of this report. The recommendations by no means represent a comprehensive list of policy and program changes which are required in order to ameliorate existing inequities during the 1980's. They do, however, represent the necessary basic elements of a comprehensive employment strategy. In the review of current policies and programs (Chapter III) and in the development of specific recommendations (Chapter IV), the Council has been guided by priorities related to the need for immediate concrete action. The recommendations included in this report are considered essential steps in addressing the most glaring inequities and barriers to equal opportunity at this time.

The data presented in Chapter I serves as a background to the policy issues outlined. The Council feels strongly that these data speak for themselves in terms of the need for change. The next section of this report points to five specific policy/program issues which can be acted upon immediately by the Government of Ontario as a first step toward change.



## CHAPTER III

### ANALYSIS OF POLICY ISSUES

In this section of the report, we review policies and programs in five key areas which relate to the goals of an employment strategy for women in the 1980's. These include:

- equal pay;
- affirmative action
  - for women crown employees
  - in the private sector;
- child care;
- occupational training and counselling;
- quality of working life.

The Council has in fact submitted previous briefs and documents related to: equal pay; contract compliance; child care; and training and counselling. Clearly, there will be a need for detailed and intensive efforts in each of the five areas in order to develop the policies and programs necessary to effect change. The Council is, of course, prepared to participate fully with the government in these activities. What is essential at this time, however, is for the Government of Ontario to undertake the development of a comprehensive employment strategy for women which includes, at the very least and as a starting point, the basic elements as outlined in this report.

### EQUAL PAY

The principal disadvantage which women face related to compensation has to do with rates of pay. As noted earlier, there is a gap in excess of 40% between the average earnings of full-time full-year female workers and their male counterparts. The effect of lower rates of pay, however, carries over into other areas of compensation. Lower earnings during a woman's working life mean that there will be a smaller pension upon retirement. In addition, lower rates of pay will adversely affect benefits which are determined on the basis of the rate of pay, e.g. certain insurance plans, vacation pay upon termination, and unemployment insurance. A significant reduction in pay differentials between women and men would improve the relative position of women with respect to these types of benefits as well.

Women also suffer disadvantages with respect to pay as a result of breaks in employment. Some of these breaks in employment are voluntary, such as leaving the labour force to have and raise children, or to leave a low-paying menial job in order to devote full time to searching for a better job. Other breaks in employment are involuntary, as women are often the first fired when economic conditions worsen.

The effect of these breaks in employment is to disadvantage women with respect to any forms of compensation which are geared to continuity of employment with the same employer, not only wages, but also vacations, pensions, educational leave, job security, even maternity leave. Any movement toward greater portability of entitlements for some of these benefits would obviously benefit women.

Differentials in compensation between men and women often reflect differences in rates of pay and benefit entitlements between part-time and full-time workers. Any moves toward equalizing the compensation rates of part-time and full-time workers would also be of great benefit to women.

As was pointed out in Chapter I, about one-half of the overall earnings differential between men and women is associated with differences between the occupational distribution of women and men. Therefore,

anything which reduces present patterns of occupational segregation and gets larger numbers of women into the better paying occupational categories would also help reduce overall compensation differentials.

The dominant factor by far with respect to compensation differentials between women and men is simply differences in rates of pay. While other factors which contribute to compensation differentials should definitely be addressed; the highest priority should be given to policy measures which would reduce differentials in rates of pay. Foremost among such policy measures - and it is difficult to think of an effective alternative - would be legislation requiring equal pay for work of equal value.

In 1951, Ontario enacted Canada's first piece of legislation designed to achieve the same pay standards for women as for men. This Ontario Female Employees Fair Remuneration Act required equal salaries for persons doing the same or identical work. In the mid-1970's this was amended to include 'substantially' the same work.

Even with this amendment, the legislation had only limited effectiveness in removing wage disparities. Employers pointed to other factors to justify wage differentials. During the 1970's a new concept emerged - legislation requiring equal pay for work of equal value.

Such legislation has been the subject of wide-spread public discussion in Ontario and has been under review by the Government since at least 1974. Thus far, the Government has not only refused to act upon it, but has yet to bring in the far less controversial amendments to the existing Ontario legislation requiring equal pay for "substantially the same" work which it has indicated have been under consideration (Ontario report "Today and Tomorrow", p. 28). During the same period of time the Government of Canada has adopted and implemented legislation requiring equal pay for work of equal value in the Federal jurisdiction, and legislation along these lines has also been adopted in Quebec.



Council has stated its position on this issue in its brief to the General Government Committee hearings on Bill 3, and it does not wish to repeat the contents of that brief in full here. We would however, like to comment here on some points in connection with equal pay for work of equal value.

For anyone who believes in wage equity, it is abundantly clear that a major government initiative is necessary in order to correct the large and persistent inequities in pay between men and women. Earnings differentials between men and women are in excess of 40%, and the situation has not improved at all since the mid-1960's (the earliest years for which we have comparable data) - and many observers think that it is getting worse. The existing legislation requiring equal pay for "substantially the same" work has far too narrow a focus to alleviate the problem of pay inequities that continues to exist in Ontario with this legislation.

While we recognize that there may be some implementation problems associated with legislation on equal pay for work of equal value (what important legislation does not have "implementation problems"?), we do not believe that these are sufficiently serious to warrant holding back on this legislation pending further study. There has been substantial time for study by the Government since this legislation was first proposed, and there has indeed been substantial study of this issue. We do not know of any types of study, nor have we been told of any types of study that might be done, which would provide more information than exists now on the needs for this legislation or the likely impact on it. The only useful studies which we can think of related to this issue are those which would be done on its impact after it is implemented. We believe that such studies would show that the catastrophic pictures painted by some critics of this legislation are totally unfounded in reality.

In our brief to the General Government Committee we described a number of measures which the Government might adopt in order to ensure that this legislation does not have serious adverse effects on the viability of Ontario industry. We do not ask that the entire economic burden of low wages which the women of Ontario have been asked to bear be taken off

their shoulders in one fell swoop. We do ask, however, that a start be made, and that Ontario's commitment to ultimately eliminating this wage inequity be embodied in legislation.

Equal pay for work of equal value is not an abstract principle; it means concerted action to alleviate the gross pay differentials between women and men that have persisted unchanged for years. We find it patronizing, rather than comforting, to be told that the Government supports the principle but not the implementation. The only principle that is worth talking about is that of implementing legislation that will reduce sex discrimination in pay.

Legislation on equal pay for work of equal value is a vital cornerstone of any effective employment strategy for women. Wage inequity is central to the disadvantaged plight of women in the work force, and it is hard to imagine an employment strategy for women which does not address this issue directly. The refusal to enact legislation of this type implies a reluctance on the part of the Government to make a commitment to eliminating the most hard-hitting and pervasive aspect of unjust treatment of women in the work force. So long as the Government refuses to make this commitment, women can only see themselves as second class citizens in the work force.

Moreover, legislation of this type is vital to ensuring the effectiveness of other measures which are designed to reduce occupational segregation and allow women to get out of the job ghettos to which they have been confined. So long as employers can pay women who are working in the job ghettos less than they pay men for doing jobs of comparable value but in different occupations, there will be a strong economic incentive to keep women in these job ghettos.

Employers who behave in this way are doing something which is economically rational and legal within the existing rules of the game. So long as the rules remain the same, an employer who did attempt to treat women more justly would be at a competitive disadvantage.

It is unlikely that there will be significant changes in the way in which women are compensated for their work, and hence in patterns of occupational segregation, unless the rules of the game are changed. Only the Government, through legislation such as of the type that we advocate, can change these rules. In the chapter on recommendations we give specific recommendations on the form which such legislation should take.

TABLE #3

Average Annual Earnings by Occupation -  
Female as Percentage of Male - 1976

<u>Occupation</u>	<u>Average Earnings Female as % Male</u>
Managerial	53.1%
Professional	60.3%
Clerical	62.0%
Sales	44.4%
Service	44.8%
Processing & Machining	61.7%
Product Fabrication	53.9%
Transport	62.2%
Total	53.5%

This table includes all full-year workers, that is those who worked 50 - 52 weeks. No distinction is made between full-time and part-time workers.

Source: Statistics Canada, Income Distributions in Canada, 1976.

## AFFIRMATIVE ACTION

One of the most pervasive problems facing women in the labour force relates to sex distribution in terms of occupational segregation. As noted in Chapter I of this brief, two-thirds of female workers are concentrated in just four occupational categories (clerical, service, medicine and health, and teaching), and women are under-represented in higher paying jobs. While some progress has been made over the past decade in terms of equal employment opportunity for women, this progress has been very limited in terms of broad base impact. Programs designed to facilitate equal opportunity in the work force have most frequently been characterized as "affirmative action" programs.<sup>1</sup> Such programs undertake to improve the situation of women in terms of entry into the full range of occupational categories. Programs must include special measures that go beyond existing anti-discrimination laws.

Equal opportunity programs and policies developed during the 1970's most frequently focused on attitude change and education. The Women's Bureau, for instance, worked persistently to inform women of their rights as workers and to support their activities, including access into labour organizations. Clearly, there is a need for such support services to effect the attitudes and practices which serve as barriers to equal opportunity in the labour force. The Council feels strongly, however, that results must now be measured in concrete, numerical terms. Programs which focus on education and on attitudinal change are necessary support services for other actions, but should not be viewed as the major type of program required to meet the needs of women in the labour force in the 1980's.

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1 The Council is concerned with possible negative interpretations of the term "affirmative action". It has been suggested that the term is interpreted as "undue" special treatment. Clearly, the aim of such programs is the elimination of discriminatory practices and existing occupational and salary disparities. For this reason, Council suggests that "Disparity Reduction Programs" be considered as the nomenclature for such programs. In order to avoid confusion in this Brief, however, we have used the term "affirmative action" throughout.



Affirmative Action for  
Women Crown Employees

In 1973, the Ontario Government established one of Canada's first Affirmative Action Programs to improve the status of women crown employees. Such initiatives by the Ontario Government are essential since the Government is a major employer in the Province and has a responsibility to demonstrate commitment to equal opportunity for women in the labour force and to set an example for employers in the private sector. The Government's commitment to equal opportunity was stated in the 1973 Green Paper, Equal Opportunity for Women in Ontario:

"The Ontario Government recognizes the need to take positive action toward the improvement of the status of women throughout the Province. Much has already been done in this regard but several areas remain where equal opportunity and equal status for women are not yet a reality. As a first step, the Government has decided to establish an equal opportunity program for women in the Ontario public service."

As a first step, the establishment of the Affirmative Action Program for women crown employees was, of course, a needed policy direction. The overall occupational and salary status of women crown employees did not reflect equality and opportunity in the Ontario Government. The 1974-1975 report to the Executive Coordinator of Women's Programs on the Status of Women Crown Employees in Ontario presented to the Ontario Cabinet the nature of the barriers confronting women crown employees.

"Obvious forms of discrimination have, by and large, been eliminated from Government. We have not found any explicitly unequal policies or practices, or even overt hostility towards women. For example, all jobs are open equally to men and women candidates, and employee benefits do not differentiate on the basis of sex. The discrimination that does exist, and is harder to eliminate, is systematic, covert, subtle, ubiquitous, and largely unconscious." (p. I-1)



The Affirmative Action Program developed in 1974 by the Ontario Government to overcome such discrimination included a requirement for policy commitment and involvement by senior management, establishment of a data base, the identification of promotable women and the development of Ministry Affirmative Action Plans. An educational component, the creation of job enrichment and developmental programs, bridging jobs, etc. were also set up. The establishment of the Women Crown Employees Office and the network of women's advisors assisted in the co-ordination and development of the program.

In May, 1977, a new Directive and Guidelines on Affirmative Action, developed by the WCEO, was approved for implementation by the Management Board of Cabinet. The new Directive and Guidelines stressed a results oriented approach to Affirmative Action. All Ministries were directed to submit their annual action plans on a Management by Results basis. The Guidelines provided more detailed information on areas the action plans were to cover such as managerial accountability.

Unfortunately, the impact of the existing Affirmative Action Program for women Crown employees has, to date, been quite limited.

While it is possible to suggest that changes in attitudes have occurred during the past five years, only modest, if any, occupational and salary gains have been made, as the following examples show:

- . The number of women in the senior compensation plan has not increased since 1975 and the number of women in the program executive plan has increased from 4.3% to 6.2% in 1979. It should be noted that during this time period the Government reduced the overall number of these senior positions by 15%.

- . Modest gains have been achieved by women in the Administrative and Professional Modules.
- . The number of women in the higher salary ranges has increased from 1.2% in 1975 to 5% in 1979.
- . Women's salary as a percentage of men's salary has remained at 71%, almost identical to the 1975 figures.

While these figures tend to show some increase, in terms of representation at the senior levels of the Ontario Government the numbers are clearly inadequate.

Council feels dissatisfied with the level of achievement resulting from the past five years of the Affirmative Action Program for women Crown employees in the Province of Ontario. The existing system does not appear to be moving women into senior or non-traditional jobs at an acceptable pace.

The Council supports the changes to the Affirmative Action Program introduced in February, 1980. The latest revisions appear to address some of the problems with the existing program, for example:

- . A long term goal of women reaching 30% representation in all under-represented Categories and Modules.
- . Numerical targets set at the Ministry and corporate levels for all under-represented class levels.
- . An Affirmative Action Incentive Fund to increase job secondments and on-the-job training for women.
- . Inclusion of results in Affirmative Action in managers' performance appraisal.
- . Review by Cabinet of progress during the year in achieving results.

The Council notes, however, that existing Affirmative Action Program derives its authority through a Management Board Directive. In general, legislative activity or regulations show a greater strength of commitment to a program than do directives or guidelines. Thus, for instance, the Federal 1973 Official Language Resolution and the provision for veterans' preference in the Ontario Public Service Act, represent strong public statements of commitment by the relevant jurisdictions. The Ontario Cabinet has not been prepared to demonstrate commitment to affirmative action for women Crown employees through similar legislative activity or regulations.

The Council feels that the lack of strength of commitment suggested by the use of Directives and Guidelines has and will continue to have an impact on the ways in which managers interpret and respond to affirmative action plans. There is no evidence to suggest that significant progress has been or will be made under Affirmative Action programs that derive their limited authority from Directives and Guidelines.

The Government of Ontario, in a 1977 directive, indicated its support of an action-oriented Affirmative Action Program:

"In management-excluded areas and levels where women are now under-represented, and where the qualifications of applicants are equal, preference shall be given to women. Conversely, the same priority selection shall be granted to men applying for occupational areas where they are now under-represented.

The directive clearly supported special "catch-up" practices to redress past discrimination. There is, however, no documented evidence that this directive has been used to date.

In general, the Council feels that if the Government of Ontario is to maintain its credibility as a proponent of equal opportunity, there is an immediate need to strengthen the existing Affirmative Action Program by providing it with legislative authority. While the Council supports the changes to the A.A.P. introduced in February 1980, we feel that at this time it is necessary that a legislated Affirmative Action Program be established.

#### Private Sector

The establishment of an effective legislated Affirmative Action Program for women crown employees can assist, through example, to stimulate needed change in the private sector. In addition, the Council supports the continued work of the Women's Bureau in its consultative services to inform employers and assist in the implementation of voluntary Affirmative Action Programs.

Since 1963, the Women's Bureau in the Ontario Ministry of Labour has been working to educate employers and employees about the situation of women in the labour force. In 1975 the Affirmative Action Consulting Service was started in order to:

"...encourage Ontario employers to establish formal Affirmative Action programs within their organizations, to increase among employers the general awareness of the need for wider career options for women and to try to engage the support of major unions in establishing equal opportunity programs." <sup>1</sup>

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1 The Affirmative Action Consulting Service: An Interim Report Women's Bureau; Ontario Ministry of Labour, March 1980.

The Consulting Service has been involved in a broad range of activities including conferences, the development of public relation materials, etc. In terms of direct involvement with employers in 1979 the Service contacted 336 employers. It provided resources to 47 management consultants, 37 labour, trade and professional organizations and 6 other agencies and individuals. An Advisory Council on Equal Opportunity for Women has recently been established which will advise the Minister of Labour and the Women's Bureau on the needs of the Affirmative Action Consulting Service client and prospective client groups. In addition, it will encourage the implementation of Affirmative Action programs to a broader range of employers and unions.

Recently, the Ministry of Labour surveyed 3,379 firms with 100 or more employees (excluding mining, forestry and construction industries). Responses were received from 1,804 respondents. Of these, 80% indicated that they were aware of the term and/or concept of affirmative action, and 39% (710 firms) indicated they had some affirmative action activities for women. Of these 710 firms, 372 claimed to have a formal affirmative action program as defined by Women's Bureau criteria. It is likely that the activities of the Women's Bureau has had a major impact on the development of such voluntary Affirmative Action programs.

It is the position of the Council, however, that more stringent methods are required to achieve equality for all women employees in Ontario. If the Government is to continue to maintain leadership responsibility, then new programs must be initiated at this time. As far back as 1975, when Premier William Davis launched the Affirmative Action Consulting Service, he indicated that the Government of Ontario would be willing to undertake further initiatives to achieve equal opportunities.

"We are examining issues of concern, such as day care; and new areas of policy to see what further steps could be undertaken in a positive and workable manner in terms of affirmative action guidelines. It has been suggested, for example, that we might consider affirmative action guidelines for publicly funded institutions and for firms and companies that tender for government contracts and government business."



"We are making every effort as an employer to implement fair, just and meaningful employment programs and in addition we are searching for other ways and means of helping employees."<sup>1</sup>

The Council believes that it is necessary at this time for the Government of Ontario to develop a legislated Affirmative Action program for the private sector in the Province. In general, the voluntary programming has failed to deliver the kinds of major changes necessary to eliminate inequities. Furthermore, Ontario legislative activity in the area of equal opportunity has now fallen behind that of other Canadian jurisdictions.

Experience in the U.S., with the Equal Employment Opportunity Commission, suggests that while there are implementation difficulties associated with legislated Affirmative Action programs, there are also far-reaching positive results achieved. The Council recognizes that the introduction of a comprehensive legislated Affirmative Action program for the private sector will require some developmental time and effort. In order to bridge the gap until such a program can be implemented, and as a means of phasing in such a program, the Council recommends two intermediate steps:

- development of legislation requiring employers to provide public disclosure of data on the number of women on their payroll and the percentage of the payroll women receive.
- development of a contract compliance program.

In 1978 the Council outlined in its Brief on Contract Compliance the need for further measures to attain the goals of equal opportunity and career advancement for women. The Council feels that a contract compliance program can assist in phasing in a comprehensive legislated Affirmative Action Program in Ontario.

In general, contract compliance is a mechanism by which a funding body places conditions on anyone receiving its funds. The type of contract compliance program which the Council proposes would ensure that employers receiving public funds were not allowed to discriminate against women in their employment practices. Such a

program endorses and extends the principle of human rights through the expenditure of public funds. The program operates by ensuring that equal opportunity for women is guaranteed by the basic terms of contracts.

Experience in the United States indicates that private sector organizations which are compelled to institute affirmative action programs are able to reduce discriminatory employment practices and patterns. Most notably, the American Telephone and Telegraph (AT&T) parent of the American Bell System has successfully met affirmative action goals without suffering in terms of profitability measures. While the United States' contract compliance program is not without its problems, the success demonstrated in improving the status of women and minorities suggests that a contract compliance program in Ontario is both feasible and desirable.

The Council is aware of the complexity in terms of development and administration of such a program, but views such difficulties as short-term barriers to be overcome in resolving major social inequities. We believe that a contract compliance program will be effective in reducing these inequities in the Province of Ontario. Furthermore, the Government must take leadership responsibility to ensure that equal opportunity exists in all organizations which are privileged to receive government funds. This, of course, must include those organizations which receive government funds in the form of grants. In the chapter on recommendations, specific comments on the form of a contract compliance program are given.

### Human Rights Legislation

One of the strongest and most effective means of demonstrating commitment to the elimination of employment inequities and discrimination can be made through the use of Human Rights legislation. For this reason, Council also recommends that the Ontario Government strengthen its Human Rights legislation by including a proviso for class action, and a proviso for redress of sexual harassment. In addition,

there should be a proviso empowering the Human Rights Commission to order an Affirmative Action program as part of a settlement. Only through these types of measures can the Government of Ontario ensure that all employers in the Province are equal opportunity employers and that women have access to effective redress of discriminatory patterns and practices. As long as equal rights are fought on an individual-by-individual basis, progress toward reducing and eliminating disparities will continue to be unsatisfactory.

### CHILD CARE

A comprehensive child care policy must clearly be one important component of the Ontario Government's response to major changes in work and family life which have taken place and will continue to occur in the 1980's. As indicated in previous briefs and documents concerning child care, the Ontario Status of Women Council is committed to the belief that the availability of accessible, affordable and quality child care is essential to attainment of full equality for women in Ontario. In order for women to participate in an equitable labour market adequate child care facilities, programming and funding must be available.

The Government of Ontario is presently, through the Ministry of Community and Social Services, reviewing its existing child care policies, including an assessment of current programs and practices throughout the Province. The Council supports these efforts, particularly in light of the present situation with respect to a visible lack of comprehensive government policy and coherent objectives for child care in the Province. This situation is characterized by a variety of features, including:

- the lack of a governing fundamental policy underlying child care programming and policy development;
- an inadequate number of licensed child care spaces in the Province;
- a system of day care subsidy which is based on a social welfare orientation to day care and results in inadequate accessibility to subsidized child care.

Data on labour force participation presented in Chapter 1 of this paper suggest that the responsibility for child care prohibits women from exercising their right to take employment outside the home.

Furthermore, children are society's greatest human resource and must be ensured the kind of care and development that maximizes their potential. Considerable research has demonstrated the importance of the early years of a child's development. The long-term social and economic costs of inadequate child care are estimated to be substantially greater than the costs associated with provision of quality child care arrangements in the form of government sponsored child care. Today's costs for child care must be measured against tomorrow's costs for rehabilitation of abandoned, battered, disturbed or delinquent children. Child care should be available as a basic service provided to all citizens, not only for the immediate benefits to individual family members, but also for the long-term benefit and well being of the society.

The Council shares the position of the report of the 1970 Royal Commission on the Status of Women that "the care of children is a responsibility to be shared by the mother, the father and the society. Unless this shared responsibility is acknowledged and assumed, women cannot be accorded true equality."

Provision for quality child care is an essential component of equal opportunity in the labour force. Not only does child care relate to entry into the labour force, but clearly as women succeed in entering non-traditional and higher paying jobs, their needs for a full range of flexible child care must be met. No longer are women limited to "nine to five" jobs. Child care programs must include provisions for the weekends, late nights and away from home travelling that are frequently associated with high status or non-traditional occupations. Without provision for this type of child care, women will continue to be limited in terms of employment opportunities and career advancement. Family support services which are affordable and flexible are an essential ingredient to an employment strategy for women in the '80's.



The Council advocates that the Province of Ontario undertake to develop a comprehensive child care policy designed to replace the welfare orientation of existing day care programs with policies and programs based on the premise that child care is a basic family support service provided to all citizens.

### Need for Expansion

A number of important changes in the past decade have led to an increased need for child care programs. These changes have included attitudes toward child rearing; increased labour force participation of mothers of young children; and changing family formations including increased numbers of single parent families. Unfortunately, due to the lack of a comprehensive child care policy in the Province and inadequate information systems for planning and projecting child care needs, Ontario is not able to meet the current demands for licensed child care programs.

As early as 1973, 36 per cent of the women in Ontario not working, but desiring to work, indicated that they were unemployed because they could not make satisfactory child care arrangements. (Statistics Canada) More recently, a survey of parents undertaken by the Project Child Care Policy Task Force of the Social Planning Council of Metropolitan Toronto found that:

"Parents in Metropolitan Toronto do not have the full range of choices available to them when making arrangements for the care of their children. According to the survey, licensed group care is the type of arrangement which most metro Toronto parents would prefer for their children. Although the majority of parents would prefer to place their pre-schoolers in group day care, the survey data indicate that only about ten per cent of the working parents of pre-schoolers actually use licensed group day care facilities for their children."

"One third of the parents surveyed said that there was no day care centre within their neighbourhood; a majority felt that their neighbourhood required additional day care centre facilities. When asked about action that might be taken by government or the community in order to help parents get better child care, the majority of parents replied in terms of increasing the availability of day care centre facilities."<sup>1</sup>

1. 1000,000 Children: Alternatives for Service Delivery. A report of the Project Child Care Policy Task Force. Social Planning Council of Metropolitan Toronto. November, 1979



Estimates indicate that between 200,000 and 250,000 children of working women in Ontario are under age five. Many more working women have children between the ages of five and sixteen.

To meet the needs of these families, there are approximately 33,000 full-day licensed day care spaces in the Province, and approximately 22,000 subsidized spaces. Approximately 25,000 children are enrolled full-day and an additional 34,000 enrolled part-day in licensed day care centres in the Province of Ontario. An additional 1,000 children are in licensed private home day care facilities.

Clearly, there is a serious shortage of licensed child care spaces for both pre-school and school-age children in the Province of Ontario. The shortage of government licensed spaces and the costs and inaccessibility of existing spaces force most families to make private child care arrangements. Estimates indicate that 80-85% of the children of working mothers are in unlicensed day care arrangements. It is clear that the Province of Ontario must allocate more funds in order to establish adequate child care services to meet both present and future needs.

### Funding

The existing cost-sharing arrangement between various levels of government encourages a social welfare orientation to child care. The Council opposes such an orientation in terms of its implications for both the nature of child care programs and the limitations on available and affordable child care.

The existing arrangements under the Canada Assistance Plan provide that the Federal Government will share costs with the Province so long as the Province administers an acceptable needs test or means/income test. Under these conditions, the Federal Government will provide 50% of costs. Ontario meets this criterion by the administration of "Form 7" which is administered by individual municipalities to determine eligibility for subsidization. Given that the municipality

can determine part of the exemptions, wide discrepancies occur between municipalities in terms of eligibility for subsidization and thus the cost and accessibility of child care to parents.

Under the existing system, low income parents and parents of children with developmental or physical handicaps are subsidized. The vast majority of middle income parents, however, are not eligible for subsidy and find the cost of supervised group care a heavy financial burden, or in many cases prohibitive. While a family is allowed a maximum child care deduction of \$1,000 per child under a Federal Income Tax Return, this is considerably lower than actual costs of child care, which are estimated anywhere between \$5 and \$20 per day.

The Council feels strongly that the existing funding arrangements limit the accessibility of child care to too small a proportion of families. The Council advocates as the long-term goal of child care in Ontario that the Province of Ontario assume full responsibility for the child care system.

Until such a time, however, that sufficient spaces and funding are available, there is a need to establish criteria for rationing existing day care resources. This will require for an interim period of time, therefore, the continued use of a subsidy formula as one part of the government's funding arrangement. It is essential, however, that the existing subsidy formula be modified in order to widen the accessibility to subsidized day care. The use of a system of tax credits (similar in structure to the property tax credit system) and major changes in Form 7, will be required to facilitate such expanded accessibility. The recommendations in Chapter IV include such modification.

#### Nature of Child Care Programming

The Council feels strongly that licensed child care is fundamentally an educational program and as such requires the necessary educational support systems for both group care, and private home day care.

The educational orientation, however, should not in any way limit a diversity of facilities and programs available to families and does not imply complete integration with the existing educational system. It clearly does, however, require a shift from the welfare orientation which underlines existing funding arrangements toward a more developmental orientation.

In a previous brief, the Council outlined its position on "the community school" concept. Community schools provide child care and community centre programs in addition to existing elementary or secondary education programs. In light of declining school enrolment in Ontario, it is clear that the community school represents an appropriate alternative to the use of existing resources - an alternative which would meet the needs of the thousands of children requiring child care programs. As well, considerable savings on capital expenditure will be made by using existing school facilities in a major expansion program.

The Council urges the Government of Ontario to endorse the principle of community schools and to coordinate discussions with a variety of relevant ministries in order to outline plans for the development of community school programs to meet the needs of pre-school and school-age children throughout the Province.

Considerable debate has been focused on the most appropriate location for child care programs in terms of community versus work place. The Council endorses the principle that diversity is desired in all aspects of child care programming. For this reason, the Council feels that the Ontario Government should encourage private industry and unions, through tax incentives, to consider the desirability and feasibility of work place child care facilities. While the Council recognizes that for many organizations and for parents, this may not be the preferred program, the Ontario Government should be prepared to encourage and provide financial support for innovative child care programs of all types.

#### Further Issues

Under the present funding/subsidy system, child care workers receive extremely poor wages in relation to their levels of training

and compared to persons in similar occupations. In effect, child care workers are required to subsidize programs because of inadequate funding from the government. In addition, child care workers are frequently in a double bind situation as they form a bond of commitment to the parents and may recognize that given existing funding levels, salary increases would make costs prohibitive for some parents. Given that child care is a labour intensive program, it is essential that government funding levels be increased to ensure fair wages for care givers. The quality of remuneration of staff is an essential ingredient to responsible child care programming.

Clearly, one of the important issues related to child care in the Province are the standards and guidelines established for ensuring quality day care programming. At this time, the Ministry of Community and Social Services is circulating revised Standards and Guidelines for Nurseries Services (February 1980). The Council has had some discussion around these standards and guidelines with the Ministry and will continue to be involved in revisions of this document.

One other area of importance in terms of a child care policy for the Province relates to issues of maternity/paternity leave. Ontario's present legislation in the Employment Standards Act does not include adequate provisions for maternity/paternity leave. Council recognizes the changes to the Employment Standards Act presently being considered, and recommends immediate action with respect to:

- prohibiting dismissal or demotion for pregnancy for all female employees, regardless of length of service or eligibility for leave;
- providing for maternity leave after one year of service, instead of one year and eleven weeks as it is in the present legislation;
- placing the onus of the proof of non-violation on the employer who alledged to have contravened the provisions of the act;
- providing for paternity and adoption leave

The Council also recognizes the need for a full range of family support services which would provide programs and facilities for dependents of all ages. A number of existing government policies and programs reflect an underlying assumption that a woman is dependent on her husband and that she does not have dependents. For example, under the current Family Benefits Act, a disabled married woman is considered a dependent of her husband and is not entitled to disability benefits in her own right. The Council feels strongly that such discriminatory policies and practices be rectified immediately.

Existing family support programs do not provide adequate programs for disabled dependents over age 18 or for elderly dependents. The present trend toward home care as opposed to institutional care must be supported by policies and programs which assist families to provide such home care. Similarly, "relief care" in terms of facilities for parents who may not use child care regularly - but who may need it on an emergency or short-term basis - is an important family support service. The Council will be addressing these and a number of other related issues in the area of family support services in a forthcoming brief.



JOB TRAINING  
AND COUNSELLING

Women who are entering or re-entering the labour force require equal access to job counselling and job training. Without equal access to such services, there cannot be equality in employment opportunities. As indicated previously, women in the labour force continue to be clustered in low-paying, low-status, often dead-end jobs. Such job ghettoization clearly reflects the ways in which women are streamed into the labour force at early ages as well as when re-entering the labour force after child rearing. As long as high school guidance counsellors and manpower counsellors stream women into traditional "female" vocations, there will continue to be a disproportionately low representation of women in well paid and non-traditional jobs.

The female labour force is somewhat better educated, on average, than the male labour force, although only 8% of working women have obtained a university degree in contrast to 13% of male workers.

As indicated in our discussion of Affirmative Action Programs in the Province, discrimination in the area of job training and counselling is not necessarily overt or sanctioned. For instance, the New Circular, H.S.1 Secondary School Diploma Requirements 1979-81 clearly states:

"The policy of the Government of Ontario is that there be equal educational opportunity in the Province. It is inappropriate for any school to deny a student access to a course or a program solely on the basis of the sex of a student."

Such statements, however, do not tackle the more systematic and subtle discriminatory practices and patterns which can occur at all levels of occupational training and counselling. Evidence indicates, for instance, that Federal manpower counsellors frequently stream women into clerical jobs, even where women have no previous clerical experience.

Such a situation is problematic not only for women, but also for the economy of Ontario. At a time when there is a severe shortage of people in certain skilled trades in the province, women continue to

be under-represented in skilled apprenticeship training programs. In 1976, for instance, only 3% of apprenticeship trainees and 28% of industrial training program trainees were women. Clearly, governments and industry are not actively or seriously considering women for trades training. One important way for women to break out of the traditional low-paying segments of the labour force is their entry into skilled trades.

Women's participation in the labour force during both world wars clearly indicates that women have the skills and abilities to undertake skilled trade occupations. After each war, however, women's access to opportunities in these trades were deliberately and systematically denied. The constraints preventing women from gaining equal access to skilled trade training and employment opportunities involve:

- lack of adequate information, counselling and role model support in school
- unnecessary job-specific entrance requirements
- sex-biased testing instruments for skilled training opportunities

A number of Federal and Provincial Government programs which assist entry into non-traditional occupations, including skilled trades, have been developed. While the Council commends such efforts, it is clear that greater commitment on the part of the Ontario Government is required in order to make any significant impact on the opportunities available for women in non-traditional occupations. Programs such as the Federal Government's "Introduction to Non-Traditional Occupations" are clearly an important step. There is a need, however, for more initiatives which will encourage employers and unions to seek out women for both jobs and training programs.

While there are an abundance of gaps in terms of women's involvement in the full range of occupational sectors, the Council sees the immediate need for a comprehensive program designed to facilitate entry of women into skilled trades in the Province. Such a program would require a focus on providing the counselling and training necessary to prepare women for careers in various skilled trades. In addition, the government would be required to liaise with both employers and unions in order to ensure that practical barriers to equal opportunities in these occupations would be removed.

The Council advocates the development of programs to assist women's entry into non-traditional jobs and assist in reducing the job ghettoization and wage inequities outlined in Chapter I. Such programs, could at the same time, help to meet the present and future needs for particular types of skilled tradespeople in Ontario. In the chapter on recommendations, we outline some components of such a program.

While there should be substantial moves toward greater opportunity for women to enter the skilled trades, the chances for improvement of the position of women in the work force are even greater in areas that require generalist education, adaptability, communications skills, and tolerance of organizational stress. Women are well equipped to make substantial gains in the 1980's in jobs of this type. Realization of these opportunities requires - in addition to the equal opportunity and anti-discrimination measures discussed earlier- continued and increased accessibility to post-secondary education and major improvements in opportunities for continuing education.

The Council continues to be concerned about women who are doubly disadvantaged in our society. Immigrant and native women are subject to particular inequities in terms of exploitation in the work place, job ghettoization, and lack of adequate support services. Special educational programs geared to the needs of doubly disadvantaged women are necessary in order to overcome such barriers. Council is unable, at this time, to make more specific recommendations relating to native women. The nature of educational and other programs designed to assist native women should be a matter into which native women themselves have direct and meaningful input.

Among immigrant families it is extremely common for women to retain the same role as that of the "full-time" home maker even when working full-time outside the home and contributing a substantial portion of the family income.

While availability of child care services are important to the immigrant working woman, other support services are also vital. These include instruction in English, education about their basic rights as immigrants, women, and workers, and vocational counselling.

Many immigrant women have skills that could enable them, with a little encouragement and information, to escape the conventional immigrant female job ghettos. For example, immigrant women could be using their dressmaking skills for independent businesses of their own, or freelancing for boutiques and department stores rather than submitting to wage-work in sewing factories. For other immigrant women, assistance in getting into independent meal catering could provide a good alternative to working as a cook or waitress. Government initiatives in terms of training programs are required to ensure such change. The Council is involved in the development of a report on immigrant women in Ontario, including recommendations specifically related to employment and training.

#### WOMEN AND THE QUALITY OF WORK LIFE

In Chapter I it was noted that women seek work outside the home for generally the same types of reasons as men - earnings, achievement, recognition, self-actualization, and social contact. Most jobs available to women fail to meet such employment related needs. Women's jobs, in fact, duplicate the worst aspects of household work (they are monotonous, tedious, repetitive, unstimulating, and provide little recognition for accomplishment) rather than the best aspects of household work (responsibility, authority, control over how one uses one's own time, and involving potentially satisfying social interaction).

There is, however, a more basic reason for the poor quality which characterizes women's jobs. Most jobs in our society have been created by and for men, and are structured in ways that are intended to meet men's needs - insofar as they are intended to meet any human needs. Now that an unprecedented number of women are working, it is time to re-think the way jobs are designed, and to give women a say in how jobs should be designed.



The quality of worklife movement is addressing some issues related to how jobs are designed and how work is structured. However, the development of quality of work life theory and practice is almost totally male dominated, and tends to neglect those factors which are likely to be of concern to women. For example, it is women who have most often had their employment interrupted by childbearing and child-rearing and for whom the ability to move in and out of the work force in childbearing and childrearing circumstances without punishment is essential to quality of worklife. Yet the quality of worklife literature does not give much attention to occupational health hazards, maternity leave, workplace child care, or proposals which would allow men to take a greater role in childrearing.

Similarly, many features of the workplace make the integration of family and worklife particularly difficult, including the existence of rigid working hours, unnecessary requirements (or expectations) for strict adherence to conventional times for starting work, lunch hours, and leaving work, and restrictions on being allowed to do work at home where the nature of the work makes that possible. Yet, effort to make work hours more flexible has been only a tangential part of the quality of work life movement. Most of these initiatives have involved "institutionalized flexibility" rather than deeper changes in conventions and expectations which would do more to meet individual needs for flexibility while still ensuring that the work gets done.

Attention to quality of worklife can be viewed as a new employment benefit which will likely become more prevalent in the 1980's. Like other employment benefits, it has tended to be given primarily to those sectors of the work force which are already in an advantaged position - the high wage, high technology elitist male segment of the industrial work force. It is not enough that Government provide financing, leadership, and support for quality of worklife improvement. It must also ensure the democratization of the quality of work-life movement so that the benefits of these initiatives will go to the most disadvantaged sectors of the labour force.



In particular, we urge that the Ontario Government's Quality of Worklife Program give a high priority to addressing the quality of worklife issues related to women's employment. It is women who have the least power and hence the least flexibility in their jobs, and it is they who are most in need of profound changes. Women at every level in the labour force should have the opportunity to make extensive input into quality of worklife proposals. It is time to ask women what they want - what kind of working conditions and structures they see as both productive and congruent with human needs and talents.



## CHAPTER IV

### RECOMMENDATIONS

As background to formulating specific recommendations, Council wishes to emphasize what has been said earlier in the context of Employment Strategies for Women in the 1980's. The patterns of disadvantage for women in the labour force are clearly pervasive, systematic, and have been quite resistant to change. Full equality of women in the labour force requires strong and visible commitment to that objective by Government at this time as well as collateral changes in attitudes towards women's role in society and in the relations between the sexes.

Given this background, it is apparent that the objective of full equality of women in the labour force will not be attained solely by legislative fiat. Moreover, the number of areas where change is needed is almost unlimited, and it is beyond the capabilities of any government to move substantially on so many fronts at once, and beyond the capability of any society to handle more than a limited number of major social initiatives simultaneously.

At the same time, however, Council feels strongly that action by Government is necessary. We have shown that women are seriously disadvantaged in the labour force. There is little doubt that without major Government initiatives the situation will continue to deteriorate. These initiatives must affirm Ontario's commitment to ensuring equal opportunity for women in the labour force. Positive action must be taken to encourage the participation of women in all levels of industry, unions and government throughout the Province.

In addition, data required for measuring the effectiveness of specific policies to improve the situation of women in the labour force must become available. This means that social policies addressed to the problems described in this report must include a data gathering and compilation component to allow monitoring and evaluation of effectiveness.

In order to facilitate real change, rather than merely debate and further study, Council presents here a number of vital recommendations for the essential components of Employment Strategies for Women in the 1980's. This is a concise set of recommendations which must make up the core of any meaningful employment strategy for women. To do otherwise is to pursue piecemeal tinkering. The policy areas covered by these recommendations are inter-related and must be addressed simultaneously.

## RECOMMENDATIONS

### 1. Equal Pay for Work of Equal Value

*That Ontario enact and implement legislation which prohibits the establishment or maintenance of differences in wages between male and female employees employed by the same employer who are performing work of equal value as determined on the basis of the skill, effort, responsibility, and working conditions required for the performance of the work; and that for purposes of this legislation:*

- "wages" be defined broadly to include all forms of remuneration such as employer contributions to pensions, life, and health and disability insurance, and any other advantage received directly or indirectly from the individual's employer;
- wages differentials based upon merit be allowed, but only where there are formalized criteria for such merit differences and these criteria and information on the employee's performance with respect to them are communicated to the employee;

Comment: Differences in pay between individuals of (the same or) different sex based upon merit should be allowed, but merit pay is open to abuse, and implementation guidelines should protect, as well as possible, against such abuse.

- wage differentials based upon differences in seniority be allowed, but that guidelines include limits on the relative weighting that is allowed for seniority in relation to skill, effort and responsibility, and that work-related experience be weighted as an aspect of seniority;

Comment: Historically women have less seniority than men because of child bearing and child rearing. As a result, women are the first to be fired or laid off in periods of economic downturn. To allow wage differences based on seniority discriminates against women. Efforts to redress such imbalances must be made (e.g. accelerated seniority; maternity and paternity leave included in calculating seniority, etc.)



- wage differentials associated with regions be allowed;

Comment: Establishments of the same employer may be located in different regions which have differing general wage levels, and the legislation should permit employers to conform to norms of the particular regional labour market.

- Guidelines must include limits on the relative weighting that is allowed for working conditions in relation to skill, and responsibility;

Comment: Working conditions are justifiable as a factor related to wage differences, e.g. as between two meat cutters doing the same job, but one working in a cold storage room and the other in a normal temperature room. However, remuneration for working conditions can easily be biased in favour of the conditions that characterize men's jobs.

- the provisions of this legislation apply to all employees where there are sufficient employees to enable a fair comparison of jobs;
- wage differentials based upon the distinction between part-time and full-time employees not be allowed;

Comment: More than 25% of women work part-time, compared to 6% of men. Part-time workers should receive prorated pay and benefits.

- that compliance should be enforced on the government's initiative as well as in response to complaints and that tough negative sanctions be enacted to ensure compliance;
- that class action be included in the proposed legislation.

Need to Legislate  
Affirmative Action in  
the Public Sector

Legislated affirmative action in the public sector is urgently needed. The Council supports the changes to the program for women Crown employees introduced in February, 1980, but feels that the program should be strengthened further by providing it with legislative authority. Legislated contract compliance and affirmative action for the private sector should follow. These are described in recommendations 2, 3, and 4, as follows:

2. Legislated Affirmative Action Program for  
Women Crown Employees

*That the government of Ontario legislate its affirmative action program for women Crown employees to ensure equal opportunity for women in the Ontario Public Service. Past discrimination and historical imbalances in the occupational and salary status of women Crown employees must be redressed. The legislation would:*

- provide authority to give preference to women in order to speed up improvements to their occupational distribution;
- establish penalties for noncompliance.

Need to Phase in Contract Compliance  
and Legislated Affirmative Action  
in the Private Sector

The Council feels strongly that there is a need at this time for legislated affirmative action for the private sector (Recommendation # 4). Council recognizes that such a program will require considerable time and effort for development. In order to phase in the program, it is recommended that the Government begin by developing a legislated contract compliance program (Recommendation # 3). As a first step in phasing in the more comprehensive affirmative action program, legislation could also be introduced, requiring all employers to provide data on the number of women on their payroll and the percentage of the payroll women receive.

3. Contract Compliance

*That the Ontario Government and the Federal Government\* adopt a program of contract compliance designed to ensure that:*

- *Equal employment opportunity principles are followed by all Government contractors and sub-contractors;*
- *Government contractors undertake affirmative action to ensure such equality of opportunity for women;*
- *Organizations, agencies and institutions receiving government grants undertake affirmative action to ensure equality of opportunity for women.*

*The following should be incorporated in such a program:*

- an initial 5-year pilot project of contract compliance be developed and implemented, with a full independent review at the end of the 5-year term;
- contract compliance be applicable not only to "supply and service" companies but also to all groups, including companies, agencies, sub-contractors, institutions, associations and governments which are provincially funded or which receive government grants;

Comment: Consideration will have to be given to size of group and amount of contract when determining the detailed mechanisms for administering the program.

\* We recognize that several of the recommendations in this Brief do not fall directly within the Province's mandate. We feel confident however, that the Province is able to influence decisions in other jurisdictions.

- a written Affirmative Action Plan (AAP) which includes goals and timetables be submitted at the time the contract is entered into. As a minimum, this plan should include data on the number of women on the payroll and the proportion of the payroll women receive.
- a graduated penalty system should be introduced to precede contract cancellation and debarment of future contracts.
- the contract compliance program be within the aegis of the Ministry of Labour;
- a strong public awareness and education program be a fundamental component of the contract compliance program;
- contracts must be linked to affirmative action plans which set aside a certain number of spaces for skilled labour jobs and skilled labour training/apprenticeship programs for women.

#### 4. Affirmative Action for the Private Sector

*That the Ontario Government develop legislation designed to ensure equal opportunity through affirmative action in the private sector. This would require all employers in the province to develop affirmative action plans that would serve to redress imbalances in the occupational and salary status of women employees. Legislation should ensure:*

- that a monitoring and enforcement agency be established to review affirmative action plans, monitor progress, review complaints and apply sanctions;

- that employers submit a written affirmative action plan that includes goals and timetables to the designated monitoring body; minimally, employers should provide annual data on the number of women on their payroll and the percentage of the payroll women receive.
- that a graduated penalty system be introduced;
- that 'good faith' efforts be considered in assessing progress.

5. Comprehensive Child Care Policy

*That Ontario develop a comprehensive child care policy designed to increase the availability of accessible, affordable child care in the province. The policy should recognise child care is a vital family support service for anyone who needs it. Funding should not be exclusively for the socially assisted segment of our society. Funding of child care should be based not only on a social welfare model, but also on an educational model. As a first step in the development of program elements in a comprehensive child care policy, the Government of Ontario should:*

- enter into discussions with the Federal Government to renegotiate the present child care funding arrangement under the Canada Assistance Plan;

Comment: The purpose of these negotiations would be to move away from the present welfare orientation of child care funding, through having federal funds distributed to the provinces without the current limitations imposed by the Federal Government. A new arrangement should be made whereby the province receives funds, but these are not earmarked to be administered in any specific manner. This would permit the Province to administer child care funds in a manner consistent with the child care objectives and goals of the province.



- increase the total budget allocation for child care, including a major funding program to provide direct funding to municipalities, non-profit organizations and agencies to increase the number and accessibility of group child care spaces;
- introduce a graduated system of tax credits for child care expenses similar in structure to the property tax credit system;

Comment: The tax credit system should be introduced within the context of a major increase in total budget allocation for child care.

- modify the formula for child care subsidies (including Form 7) to expand availability of supervised child care to middle income families;
- expand the use of existing surplus classrooms for community schools which will provide child care and community centre programs in addition to existing elementary education programs. In order to develop this plan, an inter-ministerial steering committee should be set up, composed of representatives from: Ministry of Education and Colleges and Universities, Ministry of Culture and Recreation, Ministry of Health, Ministry of Intergovernmental Affairs and Ministry of Community and Social Services;

Comment: Data should be collected and published on a province-wide basis showing the number of schools which are anticipated to be shut down, by district and classroom size so that a realistic projection of the cost of using these classrooms for childcare can be made. The implications of including daycare facilities in new residential and commercial facilities should be explored.

- establish a province-wide centralized public information child care referral system through the educational system for use by parents seeking information on child care programs available in their community for both pre-school and school-age children;
- institute optional full-day senior kindergarten for five-year olds in those schools where the staff and facilities make a full-day program possible;
- child care facilities should be available 24 hours per day to assist professional and shift workers and to help parents cope with emergency situations;
- expand the role of the Children's Services Division to work with unions, industry and other organizations to set up child care programs;
- encourage the Quality of Work Life centre in the Ministry of Labour to address the child care needs of parents in the labour force;
- encourage management and unions in both private and public sector to address the child care needs of their employees;
- establish a tax incentive to encourage employers to provide workplace child care facilities where possible and desired;
- ensure that child care services in the home can be set up as a small business in order that care givers can deduct expenses and that a formal schedule indicating deductions be incorporated into the Income Tax Act;

## 6. Women in Non-Traditional Jobs

*That Ontario develop a program to increase the participation of women in non-traditional jobs, especially the skilled trades, in the Province.*

Comment: The Council realizes that the majority of funding for training women for non-traditional jobs comes from the Federal Government. However, the province can use its bargaining power to gain benefits for Ontario women only if it has a detailed employment strategy plan with firm targets. The province also has an important role to play in educating women as to the opportunities available to them in non-traditional occupations and it can also urge employers to accept more women into non-traditional occupations.

This should include:

- setting, monitoring and enforcing annual targets for women's participation in skilled trade apprenticeship and training programs;
- establishing of pre-apprenticeship training programs specially designed to recruit and prepare women for skilled training opportunities;
- providing information in all vocational training programs on the changing role of women in society, their legislated rights, their participation in the workforce, etc.;
- mandatory awareness-training for guidance counsellors and teachers at the public school and high school levels;
- a major review of the entrance requirements and procedures to skilled trades training programs and jobs to determine their effect on women's access to skilled trades;
- an increased commitment to the awareness/education program to publicize and improve the image of women in non-traditional jobs;

- encouragement to the private sector to expand on-the-job training programs which include quotas for female participation.
- ensure that government training grants and programs, such as the Employment Development Fund, contain a proviso requiring Affirmative Action programs.
- encouragement to employers to take responsibility for training in order to provide the skilled labour force required in Ontario.
- increased financial and other resource support for the existing Federal Program, Introduction to Non-Traditional Occupations;
- mandatory awareness-training for: (a) apprenticeship counsellors; and (b) manpower training staff who interact directly with the public;
- a well-publicized information and counselling service for women wanting information on non-traditional job opportunities and training programs. This service should also assist with the problems faced by the first wave of women in the skilled trades.

7. Human Rights Legislation

*That the Ontario Government amend the Human Rights legislation to include:*

- *a proviso for class action;*
- *a proviso for the redress of sexual harassment;*
- *a proviso for the Commission to order an Affirmative Action Plan.*

## 8. Pensions

*That the Government of Canada introduce into the Canada Pension Plan a provision to allow women to receive credit toward their Canada Pension for time spent out of the workforce rearing children.*

Comment: Council urges acceptance of the principle that the cost of perpetuating this society should be shared by everyone. Society has allowed women to bear the economic burden of child bearing, especially in cases where there is marriage breakdown, widowhood or divorce.

Council supports the dropout provision as a first step in recognizing that child rearing is a basic part of the economy which is deserving of economic recognition. The Government of Ontario is urged to remove its opposition to the dropout provision.

*That people who work in the part-time labour force should receive equal benefits in relation to the hours worked. As a general principle, workers and their employer should contribute to pension plans regardless of hours worked.*

Comment: The Council feels that pensions are a right in employment. Women should not be discriminated against in respect of any term or condition of employment - including pensions.

*That the Government of Ontario oppose the continued use of actuarial tables to justify paying unequal benefits for men and women as it would oppose the use of any arbitrary measure which served to justify differing treatment based on sex.*

*That pensions should be portable and the requirement for service and age be liberalized so that women are not penalized as to their eventual pension benefits.*

*That the policy for granting public pensions such as Family Benefits and General Welfare progress from the historical and sexist assumption that the man is automatically the head of the household to a policy which would allow either spouse to assume that role.*



9. Unemployment Insurance

*That the Federal Government reject the concept of the two-tiered system as a basis for the assignment of benefits for the Unemployment Insurance program because it assigns benefits on the basis of the family rather than work and disproportionately reduces the benefits owing to women whose benefits are already lower than men's due to their lower salary level.*

Comment: The Federal Government should seek more comprehensive and responsible methods to reduce the cost of the U.I. program that do not penalize women - such as the integration of the U.I. program with a stronger employment strategy for women.

*That the Federal Government reject the concept of a 20-hour weekly minimum for insurability.*

Comment: Because of the large number of women who work part-time, women disproportionately suffer from the establishment of a 20-hour weekly minimum for insurability, i.e. 2.4% reduction of the total benefits paid to female claimants compared to a 0.7% reduction for male claimants.

10. Immigrant Women

*The Council is currently preparing a major report concerning immigrant women. This report will be presented to the Government with a full set of recommendations.*

### 11. Domestic Workers

*That all labour-related legislation be reviewed with consideration given to expansion to cover the live-in domestic worker and that a special standard for domestic workers be included in the Employment Standards Act.*

### 12. Maternity/Paternity Issues

*That the Employment Standards Act be changed in order to:*

- *prohibit dismissal or demotion for pregnancy for all female employees, regardless of length of service or eligibility for leave;*
- *provide for maternity leave after one year of service, instead of one year and eleven weeks as it is in the present legislation;*
- *place the onus of proof of non-violation on the employer who is alleged to have contravened the provisions of the Act;*
- *provide for paternity and adoption leave.*









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